

amended, which had been reported from the Committee on Interstate and Foreign Commerce with amendments in line 5, after "16 U. S. C.", to strike out "718b" and insert "718d"; and in line 7, after the word "number", to strike out "75" and insert "85", so as to make the bill read:

Be it enacted, etc., That subsection (a) of section 4 of the Migratory Bird Hunting Stamp Act of March 16, 1934 (48 Stat. 451; 16 U. S. C. 718d), as amended is further amended by deleting the number "90" and inserting in lieu thereof the number "85" and subsection (b) of said section 4 is amended by inserting the words "in enforcing and" immediately after the words "The remainder shall be available for expenses" as they appear therein.

Mr. HENDRICKSON. Mr. President, reserving the right to object—and I shall not object—the title of the bill does not indicate exactly what the bill does. I think the RECORD should contain an explanation.

Mr. JOHNSON of Colorado. Mr. President, the purpose of this bill is to permit a large share of the migratory-bird conservation fund—the duck-stamp fund—to be used for enforcement and administrative purposes.

When the Fish and Wildlife Service which is where the bill originated, sent it to the Congress, it asked that 25 percent of the revenue received from the sale of duck-stamps be used for administrative purposes. Our committee gave consideration to the matter and decided that we would support an increase of 5 percent, that is, making the total 15 percent instead of 25 percent. The Fish and Wildlife Service now receives 10 percent. While it is clearly shown in the testimony before our committee that it needs some additional funds to administer the program, we have a feeling that 5 percent additional will give the agency the additional funds which it needs. Next year it can report to Congress, and if it needs additional funds, Congress can consider the request.

The VICE PRESIDENT. The question is on agreeing to the committee amendments.

The amendments were agreed to.

The bill was ordered to be engrossed for a third reading, read the third time, and passed.

The title was amended so as to read: "A bill to amend the Migratory Bird Hunting Stamp Act of March 16, 1934 (48 Stat. 451; 16 U. S. C. 718d), as amended."

Mr. WHERRY. Mr. President, I should like to ask the distinguished majority leader a question. No doubt a statement has already been made upon the subject, but as I understand, it is his intention, after the call of the calendar is completed, that the Senate take a recess until tomorrow, when the agricultural appropriation bill will be taken up.

Mr. McFARLAND. Yes. There are several Senators who wish to make a few remarks after which there will be no further business today.

The VICE PRESIDENT. The clerk will state the next business on the calendar.

DEFENSE OF THE UNITED STATES AGAINST ATTACK

The Senate proceeded to consider the bill (S. 537) to provide for the greater security and defense of the United States against attack, and for other purposes, which had been reported from the Committee on Interstate and Foreign Commerce, with an amendment to strike out all after the enacting clause, and insert:

That section 606 (c) of the Communications Act of 1934, as amended, is amended to read as follows:

"(c) Upon proclamation by the President that there exists war or a threat of war, or a state of public peril or disaster or other national emergency, or in order to preserve the neutrality of the United States, the President, if he deems it necessary in the interest of national security or defense, may suspend or amend, for such time as he may see fit, the rules and regulations applicable to any or all stations or devices capable of emitting electromagnetic radiations within the jurisdiction of the United States as prescribed by the Commission, and may cause the closing of any station for radio communication, or any device capable of emitting electromagnetic radiations between 10 kilocycles and 100,000 megacycles, which is suitable for use as a navigational aid beyond 5 miles, and the removal therefrom of its apparatus and equipment, or he may authorize the use or control of any such station or device and/or its apparatus and equipment, by any department of the Government under such regulations as he may prescribe upon just compensation to the owners."

SEC. 2. Section 606 of such act is further amended by adding at the end thereof a new subsection as follows:

"(h) Any person who willfully and knowingly does or causes or suffers to be done any act, matter, or thing prohibited or declared to be unlawful pursuant to the exercise of the President's powers and authority under this section, or who willfully and knowingly omits or fails to do any act, matter, or thing which he is required to do pursuant to exercise of the President's powers and authority under this section, or who willfully and knowingly causes or suffers such omission or failure shall, upon conviction thereof, be punished for such offense by a fine of not more than \$1,000 or by imprisonment for a term of not more than 1 year, or both, and, if a firm, partnership, association, or corporation, be fined not more than \$5,000."

Mr. HENDRICKSON. Mr. President, reserving the right to object—and I shall not object—here again we have a title which does not fully disclose the major purposes of the bill. An explanation in the RECORD would be very helpful.

Mr. JOHNSON of Colorado. Mr. President, Senate bill 537 as originally introduced, generally provides executive authority to control the use of all electromagnetic radiation devices not only during hostilities or a proclaimed emergency, but also during time of strained international relationship when a surprise attack on the United States is possible. Terms of the original bill were broad enough to include not only radio transmission devices but diathermy machines, testing equipment and radio service shops, switches, fluorescent signs, circuit breakers, and so forth.

This bill came from the National Defense Agency. When it was first

brought to Congress it was referred to the Armed Services Committee. As the Committee on Interstate and Foreign Commerce has charge of communications, we felt that that was intruding on our jurisdiction, and we asked that the bill be transferred to our committee. It was so transferred.

There is existing law on this subject. Under section 606 (c) of the Communications Act, the President is authorized to control or use radio stations and their apparatus under certain emergency conditions. The authority of the President under that section is limited to electronic devices used in transmitting radio communications, and does not include all devices capable of emitting radiations useful to enemy aircraft for navigational purposes.

In other words, an ordinary motor, unless it has been carefully constructed, may emit signals which can be used by operators of enemy planes to reach any point they may wish to reach. Motors, diathermy machines, and all other apparatus of that kind emit signals, and at the present time there is no control. No one is in control over such signals. We already have in the law control over regular broadcasting instruments, but the bill would give the Federal Communications Commission responsibility to look after other machines, which were not built for the transmission of signals, but which do emit signals. It is a safety measure of very high importance.

Mr. HENDRICKSON. Mr. President, I thank the Senator from Colorado for his explanation. I commend his committee for this proposed legislation. It is obviously very necessary.

The VICE PRESIDENT. The question is on agreeing to the committee amendment.

The amendment was agreed to.

The bill was ordered to be engrossed for a third reading, read the third time, and passed.

The title was amended so as to read: "A bill to further amend the Communications Act of 1934."

BILL PASSED OVER

The bill (H. R. 3282) making appropriations for the Treasury and Post Office Departments and funds available for the Export-Import Bank of Washington for the fiscal year ending June 30, 1952, and for other purposes, was announced as next in order.

The VICE PRESIDENT. This bill is the unfinished business, and will be passed over.

PROPOSAL TO NAME AN AIRCRAFT CARRIER THE "FORRESTAL"

The joint resolution (H. J. Res. 67) to provide that an aircraft carrier shall be named the *Forrestal* was considered, ordered to a third reading, read the third time, and passed.

STIMULATION OF VOLUNTEER ENLISTMENTS IN THE REGULAR MILITARY ESTABLISHMENT—CORRECTION OF ERROR IN ACT OF JUNE 28, 1947

The bill (H. R. 1200) to correct an error in section 1 of the act of June 28, 1947, "to stimulate volunteer enlistments

School districts are being consolidated one with another, in substantial numbers.

More and more so-called authorities are being created to carry on activities of a business nature.

Special districts, larger than the previously existing local units, are being established all over the country for a variety of purposes such as flood control, soil conservation, mosquito abatement, health and sanitation and many more.

As old units atrophy and fall into disuse, new and different ones arise to take their place.

Truly it may be said that local government in this country is in a state of transition.

I thus refer to some of the major changes in this field by way of emphasizing the need for exactly the type of study that such a commission as this bill proposes would provide.

I do not say that these changes are good or that they are bad, for I do not know. I do not believe that anyone knows. That is why we need the commission to find out. What we do know is that the changes in the previously existing structure have been many and of far-reaching significance.

We know that they have been made on a more or less haphazard basis, without any plan or any consideration of their over-all effect.

We have neither any understanding of how we got into the mess that we are in, nor any idea of what course we should attempt to follow in the future.

We do know that these tremendous changes have all taken place within the existing constitutional structure, without any formal or visible change in the character of that structure.

They have been made almost unbeknown to the average citizen, who still labors under the delusion that the brand of geographical federalism established by the Constitution still exists.

Actually, it has been very largely supplanted by the new cooperative federalism based upon a functional integration of the efforts of all three levels of government in many different areas.

I believe that this survey is vitally necessary at this time.

We need to have a careful analysis of how we got where we are, and on the basis of the facts so revealed, to chart our course for the future.

It may be said that this would be just another survey, with just another report to be filed away and forgotten.

With that point of view, I beg to differ.

We have never had a thorough and comprehensive survey of this whole problem; that is one reason why I think it is so important that we have this one now.

To be sure, there have been numerous studies of the administration of particular functions in particular States or regions, but these studies have all been made on a piecemeal basis, geographically or functionally or both.

The report of the Hoover Commission has been neither ignored, neglected, nor forgotten. What I propose is that we apply the technique used so successfully in the field of executive reorganization to this whole vast and equally important field of intergovernmental relations.

In place of the piecemeal approach I propose that a distinguished national Commission whose members would be nonpartisan in their point of view and representative of the various governmental and group interests involved be authorized and directed to study the whole problem, and to make recommendations with regard thereto. I would give them sufficient time to do a thorough job, for the task is one of monumental proportions.

I would give them sufficient funds to make possible the employment of a high-grade

professional staff, without whose assistance the job cannot be done at all. Out of the work of such a Commission I would hope that we might realize at least three specific benefits.

In the first place, I would expect a kind of blueprint or plan for the development of our intergovernmental relations in the future—Federal-State, interstate, State-local, and Federal-local.

It seems plain to me that we can ill afford to continue blundering along as we have been doing, and that we cannot expect to follow a plan unless we have a plan to follow.

In developing such a plan I assume that the Commission would consider carefully the relation of existing constitutional requirements to the needs of the present day.

In the second place, I assume that once the facts are ascertained and the plan developed, some suitable provision would be made for carrying it out.

The Hoover Commission recommended that the Commission provided for in this bill be set up on a permanent basis.

I have never believed, and I do not believe now, that this would be wise.

As the senior Senator from Maryland pointed out when he presented the report of the committee, there is nothing to prevent making this Commission permanent if that should prove to be desirable.

I believe the committee did the right thing in leaving this matter open for future determination.

I am not sure just what form the permanent agency should take or where in the Government it should be located.

I have some ideas on the subject, but I shall not attempt to develop them at this time.

This is a matter which can best be decided after the study Commission has ascertained the facts and presented its recommendations.

A third benefit which I hope may flow from the work of this Commission would be the establishment at some suitable location here in Washington of a central clearing house for information relating to all matters in the field of State and local government, law, and administration and intergovernmental relations.

Such a development is, in my opinion, absolutely essential if we are to conduct the affairs of our Federal system of government in an orderly way. This task of putting our Federal system in order and of keeping it so must be regarded as a continuing responsibility. Important as the work of the study commission is, that alone will not keep the problems solved.

There must be a permanent agency to carry the work forward on a continuing basis, but such an agency must have adequate and up-to-date current information. Government cannot function effectively in any quarter without such information.

At the present time, there is no central agency dealing with the problems of State and local government and intergovernmental relations. Fiscal data and data on the number and character of the units of local government is maintained in one department. This department also used to collect election statistics but this activity was suspended on grounds of "economy." Some information on State legislation is maintained in another agency, the scope of this service also having been curtailed on grounds of "economy." Scattered all over Washington, in one executive department and agency after another, there are little offices trying to keep track of State legislation on agriculture, social security, power problems, labor laws, health laws, and a dozen other things. How much better off everyone would be if this job could be done completely and thoroughly in one central place, servicing all departments and agencies of the Federal Government, the State and local governments, as well as private organizations desiring this type of information.

I hope that some such development may grow out of the work of the study commission on intergovernmental relations. We must remember at all times that in a Federal system of government like our own, the central government has a definite duty and responsibility for maintaining certain services such as this, services which are of benefit to all, but which the State and local units are not in a position to support and maintain individually. Even if they were, there would be no justification for asking 48 States to duplicate services which could be done better and cheaper in one central place.

In concluding my remarks on this important subject, there are two points which I would like to emphasize.

In the first place, the subject matter of this bill is not a party matter, it is an American matter, which relates in a very vital way to the form and structure of our governmental system. On the basic character of this system as established by the Constitution, all Americans are pretty well agreed.

The purpose of this study commission is to help us to preserve, under new and different conditions, the fundamental characteristics of the Federal system provided for by the Constitution.

I call attention of the Members of this body to the fact that the list of sponsors of this bill includes includes 34 Senators, drawn more or less evenly from the two major parties.

Of this number, 14, I believe, have served as governors of their respective States, and 1 has been mayor for 4 years of one of the Nation's great cities. All have had extensive experience in public affairs.

The bill has the endorsement of the appropriate committee and subcommittee of this body. On the basis of this extensive bipartisan support, I urge each and every one of my colleagues to give this bill their personal endorsement by voting for it.

The main question raised by the bill is very simple and very clear. It is simply this: What kind of government do we want in these United States?—a highly centralized system in which all power and authority is concentrated in the Nation's Capital, or the Federal system with which we started which seeks to leave as many major responsibilities in the hands of the State and local governments as they are capable of discharging economically and efficiently?

A vote for this bill is a vote for doing what can be done at this time and under the circumstances toward the following of the latter course.

THE VICE PRESIDENT. The question is on the engrossment and third reading of the bill.

The bill (S. 1146) was ordered to be engrossed for a third reading, read the third time, and passed.

RECONSTRUCTION FINANCE CORPORATION LIQUIDATION ACT

The bill (S. 1376) providing for the dissolution of the Reconstruction Finance Corporation and the transfer of certain functions related to national defense heretofore vested in the Reconstruction Finance Corporation, was announced as next in order.

MR. FULBRIGHT. Over.

THE VICE PRESIDENT. The bill will be passed over.

AMENDMENT OF THE MIGRATORY BIRD HUNTING STAMP ACT OF MARCH 16, 1934

The Senate proceeded to consider the bill (S. 509) to amend the Migratory Bird Hunting Stamp Act of March 16, 1934 (48 Stat. 451, 16 U. S. C. 718b), as